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TECHNICAL MANUAL

CONTRACTING FOR CUSTODIAL SERVICES AT ARMY FACILITIES OTHER THAN MEDICAL AND INDUSTRIAL FACILITIES

HEADQUARTERS, DEPARTMENT OF THE ARMY

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***This manual supersedes TB ENG 400, 10 October 1961.**

CHAPTER 1

GENERAL

1-1. Purpose. This manual is a guide and basic reference for facility engineers and other personnel engaged in the preparation of contract documents and the administration of custodial services obtained by contract. It covers the preparation of special conditions, technical specifications, and bid schedules; and it defines some of the specific ASPR clauses which should be included in the general provisions of the custodial services contract. Additionally, it covers policies and procedures concerning the monitoring and administration of the special conditions, technical specifications, and bid schedules by facility engineering personnel and concerning soil reduction and improvement in maintainability of facilities.

1-2. Applicability. The material contained herein is applicable to all Army facilities other than medical and industrial facilities.

1-3. Responsibility. The facility engineer has the responsibility of preparing the special conditions, technical specifications, and bid schedules for contracting custodial services and for monitoring the performance of the contractor with regard to these sections. Additionally, the facility engineer has the responsibility for reducing the soiling and improving the maintainability of facilities whenever practical.

1-4. Approach

1-4.1. *Background*

1-4.1.1. A specific level of cleanliness is extremely difficult to define and is even more difficult to measure. A system to measure levels of cleanliness would have to include measurements of such parameters as loose, tangible soil—such as litter or grit; other visible soil-such as stains and discolorations; the presence and intensity of obnoxious odors; counts and growth rates of bacteria; the specific locations of soil (chewing gum or cigarette butts left in a water fountain would certainly detract from the cleanliness more than if such items were left in an ashtray); and many other factors.

1-4.1.2. Because of the difficulty in defining levels of cleanliness, Governmental cleaning contract specifications have often been ambiguous. The ambiguities have resulted in misunderstandings by bidders as to the desires of the government. As a result, bids based on the same set of specifications often vary widely. In fact, the accepted bid is some times so low that it is physically and financially impossible for the contractor to achieve the results desired by the Government.

1-4.1.3. The difficulty in measuring and defining cleanliness has led to instances in which the Government has accepted performance by the Contractor which neither complied with the required specifications nor yielded the intended results.

1-4.1.4. Because of these problems and the tendency of individuals to include their personal concepts of cleanliness in preparing and approving cleaning specifications, such specifications have become more detailed, more complex, often unnecessarily stringent, and always difficult to administer.

1-4.1.5. Because of limited knowledge of the technology of cleaning, Government personnel involved in preparing specifications have often concentrated on high levels of appearance while neglecting factors which contribute to the health and safety of occupants of an area or the protection of building surfaces, furnishings, and equipment.

1-4.1.6. Because of the emphasis on evaluating appearance without also monitoring the inputs of the cleaning process, many contractors have continually used inferior methods, equipment, tools, and chemicals. As a result, the Government has continually paid for custodial services which rely on ineffective or inferior techniques.

1-4.2 *Type of Contract.*

1-4.2.1. The concept of this document emphasizes not only the results but the inputs of the cleaning process. The type of chemicals, equipment, methods and procedures to be used are specified. Also, the minimum number of worked-hours to be ex-

pended for routine tasks in each area is specified. These factors can, for the most part, be quantified and provide a more sound basis for evaluating the contractor's performance than a purely subjective evaluation of the appearance of the areas. On some occasions, contractors have gradually reduced the level of service until it was noticed and then returned to the required level of performance only when the Government complained. The approach of this document reduces the chances of such actions by the contractor. In other words, the Government is more likely to obtain a consistent level of service at a competitive price, but not at a price that is low simply because the contractor plans to provide the Government with less service sometime during the term of the contract. In addition to specifying requirements for chemicals, tools and equipment, methods and worked-hours for routine work, the bid schedule included in this document requires the contractor to specify the minimum number of supervisory personnel to be provided, and to describe the supervisory organization. The special conditions section of this document requires that the contractor provide this minimum level of supervision each week.

1-4.2.2. Even though this approach emphasizes the inputs, the results of the Contractor's performance must meet the performance standards as defined in the Technical Specifications.

1-4.2.3. Although this approach, to a large extent, defines the technology to be used by the contractor, a value engineering incentive clause, in the contract encourages the contractor to make improvements and innovations.

1-4.2.4. No contract document alone can insure that cleaning objectives can be met at the most economical price. The contract must be administered by a competent individual who has been adequately trained in cleaning technology and inspection techniques. The work must be performed by a competent and cooperative contractor.

1-5. The Technical Representative of the Facility Engineer.

1-5.1. *Technical Assistance.* In order to properly prepare and administer the custodial services contract, the facility engineer normally will require technical assistance.

1-5.2. *Staffiing.* The amount of time (Or the number of technical representatives) devoted to contract preparation and administration should be based on the amount of work involved and will vary from installation to installation (para 4-1.7.)

1-5.3. *Scheduling.* In order for the custodial services to be observed while the work is in progress, the Technical Representative must spend considerable time on the evening or night shift unless the work is performed during the day shift. The normal work schedule of the Technical Representative must also be varied to observe conditions in an area during the area's normal period of occupancy.

1-5.4. *Communication.* The technical representative must have an adequate means of communication available for use at all times during the inspection of the work. A telephone must be available for receiving complaints from building custodian/monitors and for communicating with the contractor's job manager. Whenever the technical representative is away from the office, a means of contact such as a radio should be available and clerical support should be assigned to receive and relay telephone messages.

1-5.5. *Transportation.* The technical representative must have an adequate means of transportation available. Normally some type of powered vehicle is necessary unless the area involved is small and centralized.

1-6. What the Technical Representative Must Know.

1-6.1. *Recent Innovations.* Progress in the technolgy of cleaning has greatly improved the productivity of custodial service activities in the last few years. This increase in productivity was brought about by the development of new techniques, more efficient tools and equipment, and more effective cleaning chemicals. However, this advance in technology has not been utilized by custodial service contractors at most military installations. Since cleanliness is a highly subjective concept and is very difficult to measure, the process of competitive bidding alone will not assure that the Government will benefit from these improvements. In most instances, lower bids are based on the intention of the contractor to provide less than the specified service-not on productivity. Since the approach to contracting custodial services defined in this document specifies, to a large extent, the technology to be utilized by the contractor; the individuals preparing and administering the contract must be well trained in such technology.

1-6.2. *Chemicals.* The technical representative must be able to determine which types of chemicals should and should not be used to clean and disinfect the various types of surface finishes. The determination is made by reviewing product labels and certificates of compliance of the various chemicals used by the contractor. The chemicals used

must comply with the appropriate chemical specifications. The technical representative must also ascertain by observing the chemicals being used, that they are mixed and used correctly.

1-6.3. *Equipment and Tools.* The technical representative must be able to determine which types of tools and equipment should and should not be used in the various cleaning operations. This determination is made by reviewing the specifications of the equipment and tools used by the contractor. The equipment and tools must comply with the requirements of the contract. The Technical Representative must ascertain by observing the various types of equipment being used that they are being used correctly and are in good operating condition. The minimum types and quantities of equipment to be specified for each building, or large area in larger buildings, must also be determined by the Technical Representative.

1-6.4. *Techniques and Application.* The technical representative must be able to determine the most appropriate cleaning techniques and methods to be used in performing the various cleaning tasks and must be able to determine if these techniques are being correctly performed.

1-6.5. *Scheduling of the Work.* The technical representative must be able to determine during what time periods the work must be performed in order not to unnecessarily interfere with or interrupt the occupants of the various areas, and must be able to determine the frequency and scheduling of the various project work such as stripping and refinishing, carpet shampooing, wall washing, etc.

1-6.6. *Minimum Worked-Hours for Routine Work.* The technical representative must be able to determine the minimum number of worked-hours to be specified for routine cleaning of the various areas.

1-6.7. *Soil Reduction and Maintainability.* The technical representative must be able to determine when the soiling of buildings or areas can be economically reduced without unnecessary hindrance to building occupants. One of the most important aspects of soil reduction is knowledge of the types and applications of entrance mats and runners.

1-6.8. *Levels of Cleaning.* The technical representative must be able to recommend and define specifications for levels of cleaning for various types of areas in terms of tasks and their frequencies of performance.

1-6.9. *Results.* The technical representative must be able to ascertain by inspection, during the cleaning process and after completion of the work, that performance standards have been achieved.

1-7. Building Custodian/Monitors

1-7.1. *Assistance.* It is not practical for facility engineering personnel to attempt to inspect all areas serviced by the contractor on a daily basis. Therefore, the technical representative must rely to a large extent, on feedback from the persons occupying each area. Each building or each large area within a larger building or each group of smaller buildings must have an individual appointed to serve as the custodian/monitor for that area. The custodian/monitor must be informed by the technical representative of the services the Contractor is to provide.

1-7.2. *Reporting of Appearance Deficiencies.* Whenever significant nonperformance by the contractor occurs and can be detected by the appearance of an area, the custodian/monitor should report this information to the Technical Representative for follow-up action.

1-8. Clauses to be Included in the General Provisions

1-8.1. *Responsibility.* The Facility Engineer should coordinate activities with the Contracting Officer to insure that the clauses in 1-8.2 through 1-8.7 below are included in the general provisions of the contract document.

1-8.2. *Contract Term*

1-8.2.1. The contract general provisions shall specify that the term of the contract shall be for an initial period of 1 year, beginning with the date specified in the notice to the contractor to proceed. The initial contract period term may be extended for two additional 1 year terms at the sole discretion of the Government.

1-8.2.2. Unless the contractor's performance has been consistently below expectations, it is normally in the best interests of the Government to extend the contract to the second and third terms. Although they are difficult to isolate and quantify, significant costs are associated with changing contractors. In many cases, these costs alone would offset any price reduction resulting from solicitations of bids each year. When the entire term of a contract is only 1 year, all costs of equipment and other one-time start-up costs must be amortized and recovered by the contractor within that year. This increases the costs of the contractor's services and increases the prices the Government must pay for these services. Also, when working under 1-year-only contracts, some contractors will postpone once-a-year project work as long as possible and perform these projects at a minimum level of quality (if at all). Even though the organizational

relationship between the contractor and those Government personnel administering the contract is clearly specified, different contractors have different supervisory and management styles. The increased familiarization with these styles which would come after 1 year's service could simplify the administration of the contract and provide other advantages to the Government.

1-8.3. *Bid Guarantee.* All bids must be accompanied by a bid guarantee of not less than 20 percent of the total contract price for one year.

1-8.4. *Performance and Payment Bond.* The selected bidder must provide a Performance and Payment Bond of not less than 50 percent of the total contract price for 1 year.

1-8.5. *Inspection of Services.* ASPR 7-1902-4, Inspection of Services, shall be included in the General Provisions.

1-8.6. *Value Engineering Incentive.* The Value Engineering Jncentive clause in ASPR 7-104.44 (a) shall be included in the General Provisions of the contract (ASPR 1-1702.1)

1-8.7. *Payments Clause.* The contract shall contain the Payments clause set out in ASPR 7-103.7. In addition, the following clause shall be included in the contract:

> "RETAINAGE FROM PAYMENTS. In making payments of invoices or vouchers under the terms of the Payments clause of this contract, there shall be retained 10 percent of the amount of each invoice or voucher pending final completion of the contract."

CHAPTER 2

PREPARING THE CONTRACT DOCUMENTS

2-1. Introduction.

2-1.1. *Scope.* This chapter provides technical guidance to facility Engineering personnel in the preparation of specifications for contracting custodial services.

2-1.2. *Responsibility.* The facility engineer has the responsibility for the preparation of the following portions of the contract.

2-1.2.1. Special Conditions.

2-1.2.2. Technical Specifications.

2-1.2.3. Bid Schedules.

2-1.2.4. Plans.

2-1.3. *Guide Specifications.* The guide specifications for the preparation of these portions of the contract are included in appendixes B, C, and D. The explanation and instruction for using these guide specifications are contained in this chapter.

2-1.4. ***Changes.*** In reviewing these guide specifications, facility engineering personnel may have to make revisions or alternations and will have to make certain additions; however, the approach to contracting custodial services, as defined in chapter 1, must not be altered.

2-2. Preparing the Special Conditions

2-2.1. *Contents.* The special conditions portion of the contract defines the basic parameters within which the Contractor shall perform the work. Guide specifications for the special conditions are included in appendix B.

2-2.2. *Incomplete Paragraphs.* Facility engineering personnel must complete the following paragraphs of appendix B.

2-2.2.1. Paragraph 24 entitled "Correction of Non-Performance of Routine Work."

2-2.2.2. Paragraph 28-1 entitled "Government Furnished Items for Routine Work."

2-2.2.3. Paragraph 29 entitled "Parking for Contractor's Employees and Contractor's Vehicles."

2-2.2.4. Paragraph 30 entitled "Contractor's Access to the Site(s) of the Work."

2-2.2.5. Paragraph 31 entitled "Post Regulations."

2-3. Preparing the Technical Specifications.

2-3.1. *Contents.* The technical specifications portion of the contract contains a definition of the "key ingredients" of the cleaning process (such as chemicals, tools, and equipment), the work to be accomplished, the time frame within which the work must be completed, and the standards of performance for the contractor.

2-3.2. ***Chemicals.***

2-3.2.1. The types of chemicals to be used by the contractor in the performance of the work will be defined in the technical specifications in section 1 —Chemicals, appendix C.

2-3.2.2. The container size and the Federal specification number and/or three approved brands for each type of chemical will also be defined.

2-3.2.3. If any additional types of chemicals which are not already included in appendix C are required to safely or productively perform the work, they must be included in section 1 — Chemicals.

2-3.2.4. Any restrictions as to types of chemicals which can be used by the Contractor in the performance of the work must be included in paragraph 1-2, Section 1—Chemicals.

2-3.3. *Tools.*

2-3.3.1. The types of tools to be used by the contractor in the performance of the work will be defined in the technical specifications in section 2 —Tools, appendix C.

2-3.3.2. Requirements for the Contractor to issue specific types of tools to employees are included in paragraph 2-2, section 2—Tool Assignment.

2-3.3.3. Any restrictions as to the types of tools to be used by the Contractor in the performance of the work will be included in paragraph 2-3, section 2—Tools.

2-3.3.4. If any additional types of tools which are not already included in appendix C are required

to safely or productively perform the work, they must be included in section 2—Tools.

2-3.4. *Equipment.*

2-3.4.1. The types of equipment to be used by the contractor in the performance of the work will be defined in the technical specifications in section 3—Equipment, appendix C.

2-3.4.2. Any restrictions as to the types of equipment which may be used by the Contractor in the performance of the work will be defined in the technical specifications, section 3—Equipment.

2-3.4.3. If any additional types of equipment which are not already included in appendix C are required to safely or productively perform the work, they must be included in the technical specifications, section 3—Equipment.

2-3.4.4. The minimum required equipment for each building must be determined by Facility Engineering personnel and included in the technical specifications, section 4—Schedule of Minimum Equipment Required for Routine Work.

2-3.4.5. When determining the minimum required equipment for routine work, Facility Engineering personnel should consider that the cost of custodial equipment, when amortized over the contract term and adjusted by its resale value, is relatively insignificant if compared to the total contract price and the amount the contract price would increase if custodial workers did not have this equipment available.

2-3.4.6. When the possibility of having two or more cutodians share a piece of equipment is being considered, the anticipated nonproductive time associated with the following activities should be evaluated.

(a) Waiting for the equipment to become available for use.

(b) Traveling to "borrow" the shared piece of equipment.

(c) The cost associated with a custodian not performing a task because of the effort required to "borrow" the equipment.

(d) The decreased lifetime or increased maintenance costs of a piece of equipment associated with the lack of proprietorship evident when a piece of equipment is used by more than one person.

2-3.5. *Performance Standards for Routine Work.*

2-3.5.1. Any custodial services which are to be performed at least monthly and can be easily performed in conjunction with other such services in a given area should be considered as routine work.

2-3.5.2. The performance standards for routine work will be included in the Technical specifications, section 5—Performance Standard for Routine Work-appendix C. Any custodial services to be considered as routine work which are not already included in appendix C must be added to section 5.

2-3.6. *Routine Work Schedules.*

2-3.6.1. How frequently each routine work task shall be performed in each building must be defined in the technical specifications, section 6—Schedule of Routine Work. Several schedules similar to the one contained in section 6 normally will be required to define the routine work in all of the buildings.

2-3.6.2. Since not all types of areas in each building undergo the same traffic or require the same level of service, the frequencies of performance of the routine work tasks may vary. For example, an entrance on the ground floor will experience more traffic and soiling than a corridor on the third floor of the same building. In order to provide the same level of custodial service without incurring excess cost, the facility engineer should specify less frequent performance of routine work tasks on the higher level. This will be accomplished by defining various area types within a building (classrooms, 1st floor corridors, all other corridors, offices, rest rooms, etc.) and indicating different frequencies for the area types in section 6—Schedule of Routine Work.

2-3.6.3. When establishing the frequencies of performance for routine work tasks, the following priorities should be considered. Obviously, many tasks may belong to more than one classification.

2-3.6.3.1. *Priority Number 1.* Those tasks which relate to the health and safety of the occupants and traffickers of the building. Examples of tasks which belong to this category are: disinfecting rest rooms and drinking fountains; removing accumulated waste paper and litter to eliminate potential fire hazards; keeping the floor surface from becoming slippery from the accumulation of grit or liquid.

2-3.6.3.2. *Priority Number 2.* Those tasks which relates directly to the completion of the mission of the group occupying the area. An example of this would be maintaining a relatively “dust-free” atmosphere in an electronic data processing area in order for the electronic data processing equipment to operate correctly.

2-3.6.3.3. *Priority Number* 3. Those tasks which

relate to the protection of building and fixture finished and equipment. Examples of tasks which belong to this category are: The cleaning of dirt entrapment devices such as entrance mats so the mats will reduce the grit and soil trafficked into an area when such grit or soil would cause excessive wear to floor coverings and vacuuming carpet to remove grit which cuts fibers and decreases carpet life.

2-3.6.3.4. *Priority Number* 4. Those tasks which relate only to the appearance of an area or which can be justified for other economic reasons. Examples of tasks which fall into this category are spot cleaning glass partitions and frequent dusting. An example of a task to be performed because of economic reasons is washing of light diffusers to reduce the consumption of energy.

2-3.6.4. The hours during which the contractor shall perform the work must be specified in section 6. In determining when the work is to be performed, the Facility Engineer should consider that normally such work can be most productively performed in an area during the period of least occupancy and activity in that area.

2-3.6.5. Guidelines for a basic level of custodial service and a moderate level of custodial service are included in figures 2-1 and 2-2.

2-3.7. *Routine Work Allowances.* The averages of the time allowances used by Facility Engineering personnel to determine the minimum number of required weekly worked-hours must be defined in the Technical Specifications, section 7 — Routine Work Time Allowances. These allowances can, to some degree, be determined by following the instructions in chapter 2 of Military Custodial Services Manual, TM 5-609. If appropriate allowances cannot be determined from TM 5-609, then actual measurement of the time required to complete the work must be performed by Facility Engineering personnel.

2-3.8. *Performance Standards for Project Work*

2-3.8.1. Any custodial services which are to be performed less frequently than monthly or cannot be easily performed in conjunction with other routine work in an area should be considered as project work.

2-3.8.2. The performance standards for project work will be included in the technical specifications, section 8—Performance Standards for Work. Any custodial services to be considered project work which are not already included in appendix C must be added to section 8.

2-4. Preparing the Bid Schedules.

2-4.1. *Contents.* The bid schedules for custodial services contain a definition of the quantities of routine work and estimated quantities of project work to be performed, and the minimum number of worked-hours required for routine work. The Bid Schedules must allow for the Contractor to enter prices bid for the various items of work; and to define proposed supervisory coverage. Guide specifications for bid schedules are included in appendix D.

D = daily, 2D = twice daily, D3 = every 3 days, etc. W = weekly, 2W = twice weekly, W3 = every 3 weeks, etc. M = monthly	High traffic corridors and lobbies	Other corridors and lobbies	Office areas	Classrooms	Lounges	Restrooms and locker rooms	Elevators
Remove trash	D	2W	W	W	2W	D	--
Sweep floors	D	2W	W	W	2W	D	D
Partially vacuum carpet	D	2W	W	W	2W	D	D
Completely vacuum carpet	M	M	M	M	M	--	M
Clean and supply restrooms	--	--	--	--	--	D	--
Spray-buff	W	W2	M	M	M	M	--
Dry buff (wood floors)	W2	M	M	M	M	M	--
Wet mop	W	M	M2	M2	M2	D	W
Regular dusting	W	M	W2	W2	W2	W	W
Complete dusting	M	M	M	M	M	W	M
Spot clean	W	W2	M	M	M	D	W
Clean chalk boards	--	--	W	W	--	--	--
Clean drinking fountains	D	2W	W	W	2W	--	--

Figure 2–1. Guidelines for basic level of custodial services.

D = daily, 2D = twice daily, D3 = every three days, etc. W = weekly, 3W = three every three weeks, etc. M = monthly	High traffic corridors and lobbies	Other corridors and lobbies	Office areas	Classrooms	Lounges	Restrooms and locker rooms	Elevators
Remove trash	D	3W	D	D	D	D	--
Sweep floors	D	3W	2W	2W	3W	D	D
Partially vacuum carpet	D	3W	2W	2W	3W	D	D
Completely vacuum carpet	D	3W	2W	2W	3W	D	D
Clean & supply restrooms	--	--	--	--	--	D	--
Spray-buff	2W	W	W2	W2	W2	W2	--
Dry buff (Wood floors)	2W	W	W2	W2	W2	W2	--
Wet mop	W	M	M2	W2	M2	D	--
Regular dusting	2W	W	W	W	W	2W	2W
Complete dusting	M	M	M	M	M	M	W
Spot clean	2W	W	2W	2W	2W	D	2W
Clean chalk boards	--	--	2W	2W	--	--	--
Clean drinking fountains	D	3W	2W	2W	D	--	--

Figure 2–2. Guidelines for moderate level of custodial services

2-4.2. *Bid Schedules for Routine Work.*

2-4.2.1. The minimum number of worked-hours the contractor shall provide for routine work must be entered by facility engineering personnel in the bid schedules, section 1—Schedules for Routine Work (refer to app D). Several individual schedules will normally be required to define the worked-hours for all buildings.

2-4.2.2. Refer to chapter 2 of Military Custodial Services Manual, TM 5-609, for instructions in determining the minimum worked-hour re(luire-rnents for routine work. Refer to figure 2-3 for an example of a correctly completed Schedule for Routine Work.

2-4.2.3 Security areas may require a group cleaning effort rather than cleaning bv an individual or by several individuals working independently. Group cleaning and is not recommended except in

(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)
	Building or Area	Weekly Minimum Worked-Hours for Routine Work	Weekly Maximum Charge for Wages	Weekly Maximum Charges for Equipment, Tools, & Chemicals	Weekly Maximum Charge for All Other Costs	Total Maximum Charge for Routine Work (D) + (E) + (F)	of Weeks Per Year	Total Yearly Maximum Charge for Routine Work (G) × (H)
1	101	165					52	
2	101 Annex	40					50	
3	110	111					52	
4	120	63					52	
5	130	10					52	
6	150	10					52	
7	160	12					52	
8	170	33					52	
9	180 1st Floor	5					52	
10	210	5					50	
11	350	7					52	
12	360	39					52	

continued

Figure 2–3. Correctly Prepared Bid Schedule for Routine Work.

instances where time limitations apply or when adequate security personnel are not available to allow individual cleaning assignments. Areas where group cleaning is required should be identified in the bid schedule for Routine work.

2-4.3. *Bid Schedules for Project Work.* The various types of project work to be performed in each building, estimated quantities of the types and estimated frequencies of performance must be defined in bid schedules, section 2—Schedule for Project Work (refer to app D). Several individual schedules will normally be required to define the project work for all buildings. Refer to figure 2-4 for an example of a correctly completed schedule.

2-4.4. *Contractor's Supervisory Organization.* The contractor is required to describe a proposed supervisory organization in the bid schedules, section 3—Contractor's Proposed Organization (refer to app D).

2-4.5. *Preparing the Plans.* In order to adequately define the various area types within a particular building which shall be provided different types of routine work by the Contractor, it is normally necessary for the Contract Specifications to include plans which indicate the various area types. An alternative to including the plans if the building has permanently assigned and displayed room numbers is to list the various area types (classrooms, offices, rest rooms, etc.) by number. An example of a correctly marked plan is included in figure 2-5.

(A)	(B)	(C)	(D)	(E)	(F)	(G)
Bid Item	Project	Location	Estimated quantity	Number of annual repetitions	Unit bid price	Bid price per year (D) × (E) × (F)
1	Strip and refinish resilient tile and terrazzo floors.	Bldgs 101, 101 Annex, 130, 150, 160.	78,000 sq. ft.	2	$_____ Per sq. ft.	$_____ Per Year
2	Carpet cleaning dry foam method.	Bldgs. 120, 170, 180—1st floor only, 210, 350, 360.	210,000 sq. ft.	.5	$_____ Per sq. ft.	$_____ Per Year
3	Carpet cleaning water extraction method.	Bldgs. 120, 170, 180—1st floor only, 210, 350,360.	210,000 sq. ft.	.125	$_____ Per sq. ft.	$_____ Per Year
4	Machine scrubbing of grouted tile floors.	Bldgs. 101, 120, 150, 210, 350, 360.	25,000 sq. ft.	4	$_____ Per sq. ft.	$_____ Per Year
5	Wash interior glass (does not include interior side of exterior windows)	All areas in bldg. 101.	K/A	2	$_____ Per sq. ft.	$_____ Per Year
	Continued					

Figure 2–4. Correctly Prepared Bid Schedule for Project Work

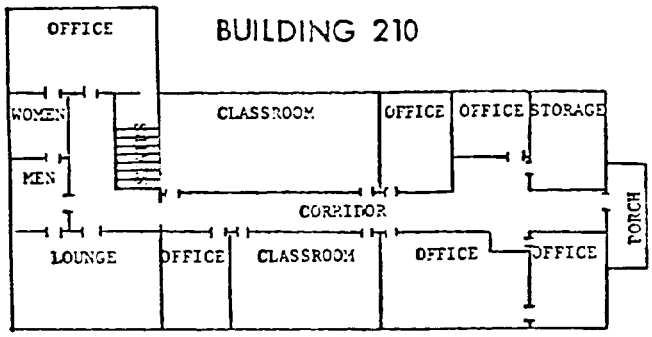

Figure 2–5. Correctly prepared plan showing area types

CHAPTER 3

PREBID CONFERENCE, SITE INSPECTION, AND BID EVALUATION

3-1. Introduction. This chapter provides information regarding the prebid conference, site inspection, and evaluation of bids for custodial services contracts.

3-2. Responsibility. Although the contracting officer has the overall responsibility for the bidding process, evaluation of the bids, and award of contract, acility Engineering personnel should also participate.

3-3. Prebid Conference.

3-3.1. *Attendance.* Although attendance cannot be mandatory, all prospective bidders should be encouraged to attend a prebid conference to be conducted by the Contracting Officer or a designated representative. Facility engineering personnel should be present to answer any questions concerning the special conditions, Technical specifications, bid schedules, and plans.

3-3.2. *Questions.* Questions which cannot be answered by citing specific passages in the document should be submitted by prospective bidders as written requests for interpretation.

3-3.3. *Changes.* All changes in the contract document which may result from questions or suggestions, should be made by written addendum. Any such changes of the special conditions, technical specifications, big schedules, or plans, should be prepared by the technical representative, given to the contracting officer for approval, and distributed to prospective bidders.

3-4. Site Inspection

3-4.1. *Attendance.* All prospective bidders should be encouraged to simultaneously attend a site inspection conducted by the contracting officer or a designated representative and the technical representative.

3-4.2. *Inspection.* If it is not practical to visit all areas, typical or representative areas should be selected by the Technical Representative. The prospective bidders should be encouraged to visit the remaining areas. The prospective bidders should be shown those areas which will be available for the use of the successful bidder for parking, storage, office areas, etc.

3-4.3. *Map of Facility*. Each prospective bidder should be given a map or a layout of the facility which identifies each building to be involved in the contract. This information will allow the bidders to estimate travel time, plan distribution of supplies, etc.

3-4.4. *Advantage*. The more familiar the prospective bidders are with the areas and the work that is to be performed, the more realistic will be their bids and the more acceptable would be their overall performance if selected.

3-5. Evaluation of Bids

3-5.1. *Discrepancies.* Any discrepancies between the form in which the bids are received and the instructions for preparing bids will be made known to the contracting officer.

3-5.2. *Price.* The unit prices bid by each contractor for each building of area should be evaluated prior to awarding the bid.

3-5.3. *Compliance.* The bids will be evaluated by the technical representative as to their compliance with the special conditions, technical specifications, and bid schedules.

3-5.4. *Organization.* The description of the contractor’s proposed organization chart accompanying the bid should be evaluated. It should define all lines of authority, number of positions at each level, and should indicate that sound management and administrative practices will be followed.

3-5.5. *Previous Performance.* The Technical Representative will assist in evaluating the bids by providing whatever information can be gained as to each Contractor's technical competence. If possible, this information should be gained by observing the contractor's performance on other jobs in the area.

3-5.6. *Contract Award.* The contract will be awarded in accordance with part 4, section II of ASPR.

CHAPTER 4

MONITORING CUSTODIAL SERVICES

4-1. Introduction

4-1.1. *Purpose.* This chapter provides facility engineers with a system of monitoring the performance of a contractor who provides custodial services at non-medical and non-industrial facilities. The system described in this chapter is applicable whenever the type of contract described in chapter 1 is used and the special conditions contained in appendix B, technical specifications contained in appendix C, and bid schedules contained in appendix D are incorporated.

4-1.2. *Responsibility.* The facility engineer shall have the responsibility to administer the monitoring system defined in this chapter.

4-1.3. *Objectives*

4-1.3.1. The system should observe sources of soiling and thus provided recommendations for means of reducing soiling of the facility.

4-1.3.2. The system should recognize custodial maintenance problems and thus provide recommendations for improving the maintainability of the facility.

4-1.3.3. The system should observe and investigate any hindrances or delays caused to the contractor by the Government, and recommend ways by which these hindrances or delays might be reduced or eliminated.

4-1.3.4. By observing the rates and levels of soiling, the system should make recommendations for possible cost reductions by varying the frequencies of various housekeeping activities.

4-1.3.5. The system should observe and handle any evidence of failure of the contractor to perform according to the special conditions and technical specifications.

4-1.3.6. The system should observe any damage to Government facilities and attempt to determine if such damage was directly or indirectly the result of the contractor's activities.

4-1.3.7. The system should receive, process and resolve any complaints by building occupants, users, or others which concern custodial services or other activities of the contractor or the contractor's employees.

4-1.3.8. The system should determine the need for, schedule, and place formal orders for all project work.

4-1.3.9. The system should collect, verify and document information, provide feedback, select and use proper channels of communications, and take whatever action may be appropriate to insure practical follow-up of any of the items defined in 4-1.3., objectives, above.

4-1.4. *Overall Evaluation.* As the authorized representative of the contracting officer, the facility engineer will be responsible for the overall evaluation of the contractor's performance and for the determination of the contractor's compliance with the special conditions, technical specifications and bid schedules section of the contract.

4-1.5. *Assistance.* However, the facility engineer, in order to adequately monitor the performance of the contractor, must rely on "feedback" from occupants and users of the various buildings where custodial services are performed. Such "feedback" will be based primarily on the appearance of the areas.

4-1.6. *Emphasis.* The facility engineer will rely on facility engineering personnel who serve as technical representatives to monitor the overall performance of the contractor. The technical representatives will not only inspect the appearance of an area, but will emphasize inspections of those variables or inputs, which will give a better indication that the work is being performed as specified. For example:

4-1.6.1. Number of worked-hours expanded.

4-1.6.2. Equipment.

4-1.6.3. Chemicals.

4-1.6.4. Tools and supplies.

4-1.6.5. Methods and procedures.

4-1.6.6. Training.

4-1.6.7. *Staffing.* In determining the number of technical representatives required for the effective administration of a contract at a specific installation or facility, the following factors must be considered.

4-1.7.1. The total number of worked-hours required in the technical specifications.

4-1.7.2. The total number of square feet which must be serviced.

4-1.7.3. The number of buildings involved.

4-1.7.4. The total number of work shifts per week.

4-1.7.5. The approximate amount of travel time required to cover the entire area to which the contract applies.

4-2. Building Custodian Monitor

4-2.1. *Occupant.* One occupant from each building or large departmental area within a larger building will be appointed custodian/monitor for that building area. No technical training will be required for this position; however, the person selected must be informed of and understand the tasks to be performed in the building or area, the frequencies with which these tasks are to be performed, and the performance standards to which the Contractor is obligated.

4-2.2. *Appointment.* The Custodian / Monitor will be appointed or designated for each building or area (AR 420-81, Facilities Engineering-Custodial Services).

4-2.3. *Daily Inspection.* The custodian/monitor will normally inspect the building or area daily. If certain areas do not receive custodial services on a daily basis, these areas will normally be inspected after each servicing. Inspecting should be done immediately prior to the next period of occupancy of the building. For example, if a building received custodial services during a night shift ending at 7:00 A.M. and the normal work shift for most building occupants begins at 8 :00 A.M., the building should be inspected by the custodian/ monitor between 7 :00 A.M. and 8 :00 A.M.

4-2.4. *Emphasis.* The custodian/monitor's inspection should be directed toward the most obvious results of the custodial effort. That is, the custodian/monitor should be primarily concerned with the appearance of the area, the presence of odors, wet or sticky surfaces, etc.

4-2.5. *Complaints.* The custodian/monitor should receive all complaints concerning custodial services, or the activities of custodial personnel.

4-2.6. *Non-Performance.* The custodian/monitor should inform the technical representative of any indications of non-performance of custodial tasks or any indications of unauthorized changes in the frequencies of task performance. The custodian/ monitor should inform the technical representative of any compliants which appear to be valid.

4-2.7. *Assistance.* The custodian/monitor should assist the technical representative in informing the occupants of the building or area of the obligations of the contractor and the levels of service and appearance which should be expected. The custodian/ monitor and the technical representative will work together as required in attempting to reduce soiling, improve maintainability, and to eliminate avoidable delays and interference caused to the Contractor by building occupants and users.

4-3. Technical Representative.

4-3.1. *Knowledge.* The technical representative shall be a member of the Facilities Engineering organization and should be knowledgeable of cleaning methods, equipment and products, and of inspection techniques.

4-3.2. *Responsibility*. The technical representative will have responsibility for monitoring the contractor's compliance with the special conditions and technical specifications parts of the document. The technical representative shall be responsible for the initial approval of all contractor's invoices for routine and project work.

4-3.3. *Emphasis.* Even though the technical representative will make inspections of areas to evaluate appearance (usually as a result of frequent complaints, past discrepancies, or requests from custodian/monitors), most of the inspecting efforts will be directed toward the various inputs of the chemicals and materials, methods and work habits or custodial personnel, etc.

4-3.4. *Levels of Service.* The technical representative shall inform the custodian/monitor of the custodial tasks to be performed in each building or area, the frequencies with which these tasks are to be performed, and the performance standards to which the contractor is obligated. The technical representative should provide the custodian/monitor with information and advice which will assist in informing the occupants of a building or area of the levels of service and appearance to be expected.

4-3.5. *Complaints.* The technical representative will receive and follow-up complaints and reports

of possible significant nonperformance from the custodian/monitor.

4-3.6. *Deductions.* The technical representative will report valid complaints and verified nonperformance or noncompliance with the special conditions and/or Technical Specifications to the contracting officer, and shall prepare documentation necessary to deduct from the contractors invoices.

4-3.7. *Project Work.* The technical representative shall schedule all project work and will prepare official orders for such work and submit such orders to the contractor.

4-4. Joint Inspections

4-4.1. *Schedule.* On occasion, buildings or areas should be inspected jointly by the technical representative and the custodian/monitor. These inspections should occur during the normal work shift of the custodian/monitor.

4-4.2. *Level of Service.* The technical representative should use these joint inspections to communicate to the Custodian/Monitor the obligations of the Contractor and the levels of service and appearance to be expected in the area.

4-4.3. *Soil Reduction.* During these inspections, the technical representative and the custodian/monitor should discuss the housekeeping habits of the occupants and users of the area, and the technical representative should impress upon the custodian/monitor the importance of determining the sources of soil and finding ways to prevent it.

4-4.4. *Specification.* The technical representative and the custodian/monitor should jointly discuss the adequacy and appropriateness of the tasks and frequencies given in the technical specifications.

4-4.5. *Appearance.* The technical representative and the custodian/monitor should jointly evaluate the appearance of the area and the contractor's performance.

4-4.6. *Delays and Interference.* The technical representative and the custodian/monitor should discuss any delays or interference caused by the occupants and users of the area.

4-5. Inspections by the Building Custodian/ Monitor.

4-5.1. *Scheduling.* The custodian/monitor should perform inspections immediately after routine custodial services have been performed. When this is not practical (such as might be the case if services are completed during evening hours and the custodian/monitor's other responsibilities require day shift activity), the inspections should be made some time between the completion of routine servicing and the beginning of other activities in the building or area. In general, inspections should be scheduled so that it can be determined if visible soil, etc., is actually the result of non- performance of custodial tasks, and not the result of the resoiling of the area after the tasks were properly completed.

4-5.2. *Soiling.* The custodian/monitor should look for any unusual soiling, attempt to determine the cause, and make suggestions for improvement or elimination of the condition.

4-5.3. *Inspection Guide.* The custodian/monitor will be provided (by the technical representative) with a routine work task sheet which describes the tasks to be performed in each type of area and the frequencies with which they should be performed. This sheet should be used as a guide in determining if, in fact, variations or omissions of required work do exist.

4-5.4. *Priority.* When the custodian/monitor discovers conditions which indicate that custodial tasks have been omitted or not performed properly, the first concern should be the minimizing of risks to the health and the safety of people in the building or area. For example, if a mopped floor is still wet, and there are no "Wet Floor-CAUTION" signs present, the custodian/monitor should take whatever action is necessary to re- strict traffic in that area.

4-5.5. *Nonperformance.* After risks to health and safety (if any) have been minimized, the custodian/monitor should contact the technical representative and inform him or her of apparent nonperformance or improper action by custodial personal. The custodian/monitor should attempt to document and/or preserve evidence of nonperformance or improper action by custodial personnel.

4-5.6. *Follow-up.* The custodian/monitor should assist the technical representative in verifying that the contractor has corrected previously discovered discrepancies.

46. Inspection by the Technical Representative.

46.1. *Frequency.* The technical representative should inspect all buildings and areas at least once per month. More frequent area inspections will be conducted if there is a significant increase in the number of complaints from occupants in an area, if there have been cases of serious nonperformance by custodial personnel in an area, or if more frequent inspections are requested by the custodian/monitor for an area.

4-6.2. *Scheduling.* Area inspections by the technical representative should be conducted both during periods when custodial tasks are being performed and during times when other operational activities are in prograess.

4-6.3. *Inspcctions During the Work.*

4-6.3.1. When inspecting areas where custodial activities are in progress, the technical representative should observe the equipment being used. It should be determined if the proper equipment is being used for each task, if the equipment conforms to the technical specifications, if the equipment is in good working order and is equipped with the proper accessories, if the equipment is reasonably clean and shows no indications of safety hazards, and if the equipment is properly identified with an assignment number and is being used in the assigned area.

4-6.3.2. The technical representative should observe the usage of chemicals to determine if the proper chemicals are being used for each task, if the chemicals conform to the technical specification, if the chemicals are being stored in and dispensed from proper and properly labeled containers.

4-6.3.3. The technical representative should observe the procedures and methods being used by the custodial personnel. Observation is necessary to determine if safety regulations are being followed and if use of equipment and chemicals is in accordance with instructions. Methods used should be observed to determine if they are the most effective and efficient for the task being performed and are they consistent with those covered in training classes.

4-6.3.4. The technical representative should observe the custodial personnel to determine if any illegal or disruptive activities are taking place or if personal habits or attitudes are exhibited which could be detrimental to the overall custodial effort.

4-6.3.5. The technical representative should inspect custodial closets and storage areas to determine if they are properly maintained, efficiently organized, contain no unauthorized items and can be secured.

4-6.3.6. The technical representative should observe the custodial personnel, their locations, and activities to determine if the proper number of worked-hours are being expended in each area.

4-6.3.7. While observing the activities of custodial personnel in an area, the technical representative should consider possible changes in the tasks specified for that area and/or changes in the frequencies with which certain tasks are performed. Becaus of errors in original assignments, changes in traffic patterns, changes in the activities in the area, etc., present tasks and/or frequencies may no longer be adequate or appropriate.

4-6.3.8. The technical representative, through observation, should attempt to determine if the task specifications and frequencies given in the Technical Specifications are being followed.

4-6.3.9. The technical representative should verify that custodial activities are being performed in such a way as to properly preserve and protect building surfaces, fixtures, furniture and equipment in the area.

4-6.3.10. The technical representative should determine if performance standards have or have not been met. The performance of a task will be judged to be either acceptable or unacceptable. That is, there shall be no degrees of acceptability.

4-6.3.11. The technical representative should verify that conditions do not present health or safety hazards to the occupants, users or others who may be in the area.

4-6.4. *Inspections Prior to and During Occupancy.*

4-6.1. Since it is very difficult, if not impossible to ascertain during the performance of the work that performance standards have been met, from time to time, the schedule of the Technical Representative should vary. The Technical Representative, although relying to a great extent upon feedback from the occupants of an area, should ascertain first hand if the appearance of an area is adequate.

4-6.4.2. When inspecting areas during periods of normal usage, the Technical Representative must remember that unacceptable appearance may be due to factors other than nonperformance by the contractor or custodial personnel. The tasks and/or frequency specifications may no longer be appropriate or adequate for the area being inspected. The area may have become resoiled between the time that the custodial service was performed and the time of the inspection. The custodial effort may have been ineffective because of unusual levels or extraordinary conditions.

4-6.5. *ChaNges* in *Specifications.* During all inspections, the Technical Representative should consider changes in the task specifications and frequencies required in the technical specifications. These changes are made necessary by changes in the usage of an area, elimination of certain sources of soil, changes in traffic patterns, and other

factors. Often these changes can result in cost reductions because simpler and/or less frequent custodial efforts can provide acceptable results.

4-6.6. *Soiling and Maintainability.*

4-6.6.1. During all inspections, both while custodial services are being performed and during penods of normal area activity, the technical representative should note the levels of soil. When changes in the level of soil are noted attempt should be made to determine the source of the soil.

4-6.6.2. When the sources of soil can be determined, the technical representative should try to determine what actions could reduce soiling. For example, the adequacy of entrance mats, the adequacy and proper location of ash and waste receptacles, the work and personal habits of those who use the areas, the elimination of leaks, etc., should be considered.

4-6.6.3. During all inspections, the technical representative should seek ways to improve the maintainability of the facility, and reduce the custodial efforts required to remove that soil which cannot be stopped at its source. For example, what type floor surface would be easiest to maintain when exposed to a certain level of soil and traffic, what arrangement of furniture would simplify custodial efforts, what types of wall coverings would require the least attention, what sizes and locations of custodial closets and other storage facilities would reduce the time and effort required for proper maintenance, etc., should be considered.

4-6.6.4. In some instances, periodic meetings or conferences, conducted by the facility engineer or the technical representative may be an effective means of communicating the contractor's responsibilities to the building custodian/monitors and of soliciting suggestions for the improvement of custodial services.

4-6.7. *Training.*

4-6.7.1. The technical representative should receive schedules for training classes to be conducted by the contractor for the custodial personnel, including the supervisors. The technical representative should attend at least 10 percent of these classes on an unannounced, random basic.

4-6.7.2. The technical representative should review the attendance records for the classes.

4-6.7.3. The technical representative should determine if the physical environment in which the classes are held is adequate in size and properly equipped (desks, chalkboards, projector, screen, etc.).

4-6.7.4. The technical representative should evaluate the content of the classes for accuracy, understandability, proper use of demonstrations and other teaching aids.

4-6.7.5. The technical representative should evaluate the delivery of the presentation for sincerity, enthusiasm, emphasis, and understandability.

4-6.7.6. The technical representative should observe the interest shown by those attending the classes to determine if the classes are of a proper length, scheduled at an acceptable time and are effectively presented.

4-6.7.7. The technical representative should compare the techniques and methods being taught in the classes with those observed during area inspections to help determine the effectiveness of the classes.

4-6.7.8. Discrepancies in class schedules and attendance records and any criticisms of the content, presentation, class size or location should be brought to the immediate attention of the contractor.

4-6.8. *Time Cards.* The technical representative should review all of the Contractor's time cards and other documents pertaining to routine custodial and project work performed. The Technical Representative should review all invoices submitted by the contractor to the Government for payment.

4-6.9. *Other Parameters.* Additionally, other aspects of the custodial services must be inspected.

4-6.9.1. The technical representative should inspect the offices and central storage areas of the contractor to determine if they are adequate in size, properly equipped and properly located. The technical representative should note any use of Government property which violates the special conditions of this document.

4-6.9.2. The technical representative should inspect the contractor's system for distributing materials and supplies to determine if the requirements of the special conditions section of this document are being met, if adequate safeguards against theft are enforced, and if possibilities exist for improving the efficiency with which materials and supplies are handled.

4-6.9.3. The technical representative should observe the contractor's supervisors and verify that they meet the qualifications given in the Special

Conditions section of this document and are performing acceptably.

4-6.9.4. The technical representative should verify that the contractor's communications system meets the specifications given in the special conditions.

4-7. Handling of Complaints by Building or Area Occupants or users.

4-7.1. *All Complaints.* All complaints concerning custodial services or other actions by custodial personnel should be registered with the custodian/ monitor for the building or area involved.

4-7.2. *Valid Complaints.* Only complaints which appear to be valid should be forwarded to the technical representative.

4-7.3. *Significant Complaints.* If, in the opinion of the technical representative, the complaint is significant, the technical representative should personally inspect the area involved or contact the contractor.

4-7.4. *Deductions.* If the complaint is valid, and involves nonperformance or damage to property, it should be considered in evaluating invoices from the Contractor.

4-7.5. *Non-valid Complaints.* If the complaint is not valid, the technical representative should provide the custodian/monitor with sufficient information to properly inform the person(s) involved why the complaint was deemed invalid and inform them of the contractor's obligations and of the levels of service and appearance to be expected.

4-8. Follow-Up Actions by the Technical Representative.

4-8.1. *Soiling and Maintainability.* When the technical representative feels that changes in the physical facilities could reduce soiling and/or improve maintainability, written recommendations to the facility egineer should be submitted. These recommendations should include specific locations involved, the types of changes needed, the specific type of soiling or maintenance problem which could be reduced or corrected, and, if possible, an estimate of the savings which could result from these changes.

4-8.2. Work *Habits of Occupants.* When the technical representative feels that actions by building users and occupants reduce the effectiveness of the custodial efforts (poor work habits, unnecessary introduction to soil into the area, interference with custodial activities, etc.), the custodian /monitor for that building or area should be contacted and the problem explained. The initial contact should be by telephone or an nformal visit.

4-8.3. *Poor Cooperation.* If the problem described above persists after allowing a reasonable time for correction, the technical representative should document specific incidents, attempt to gather physical evidence and present these, with a written explanation of the problem, to those whose authority directly controls the actions of the individuals involved.

4-8.4. *Changes is Specifications.* When observations of the technical representative indicate that tasks, frequencies, number of man-hours, equipment specifications, shift hours, or any other parts of the special conditions and technical specifications are no longer adequate or appropriate, specific written recommendations for changes should be submitted to both the facilities engineer and the contracting officer.

4-8.5. *Non performance.* When the technical representative feels that the Contractor has not performed according to the special conditions and/or technical specification, the contractor should be contacted immediately in order to begin immediate correction on the nonperformance.

4-8.6. *Deductions.* The technical representative should document and preserve evidence of the nonperformance and include this with a recommendation for deductions from payment to the Contractor for the work involved. These recommendations and information should be sent to both the contracting officer and the facilities engineer.

4-8.7. *Damage.* When the technical representative observes damage to Government property (facilities, fixtures, furnishings, equipment, etc.) either as a result of direct action by the custodial personnel or as a result of nonperformance by the contractor, evidence of such damage should be documented and submitted to both the contracting officer and the facilities engineer.

4-8.8. *Interference.* When the technical representative feels that there has been interference with Government operations, either as a result of actions by the custodial personnel or nonperformance by the contractor, such interference should be reported to both the contracting officer and the facilities engineer. The report should include specific times, locations, activities, and if possible, the names of individuals involved.

4-9. Scheduling and Ordering Project Work.

4-9.1. *Responsibility.* The technical representative shall be responsible for the scheduling and ordering of all project work.

4-9.2. *Scheduling.* Any decision on the project work should be based on a project calendar, recommendations from the custodian/monitor, and/ or observations by the technical representative. Project work should not be ordered unless there is some evidence that a need for it exists.

4-9.2.1. In scheduling project work, the technical representative should consider other activities in the area. For example, the stripping and refinishing of floors should not be scheduled immediately prior to the rearranging of office fixtures, or other activities which could scratch the newly finished floors. In scheduling project work, the technical representative should allow the contractor sufficient flexibility to make the best use of labor and equipment which are availabile.

4-9.3. *Ordering Projects.*

4-9.3.1. In ordering project work, the technical representative should always use the proper report and order documents. No project work should be ordered solely by verbal contact. The order for project work should specify the exact locations (i.e. building, room number, floor, etc.) where the project is to be performed, and the exact quantity (i.e. number of floors, number of fixtures, number of windows, boundaries of the area, etc.) of work to be done.

4-9.3.2. When practical, (para 4-9.2.1), the technical representative should set a specific date on which the project is to be done. When some flexibility would benefit both the Contractor and/or the building occupants (para 4-9.2.1.), a specific deadline should be set for the completion of the project. When no specific date, but only a deadline is established for project work, the contractor should be required to inform the technical representative of the exact date the project work will be performed.

By Order of the Secretary of the Army:

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